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1980

Book Review. Equal Employment Policy for Women by Ronnie Steinberg Ratner

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Recommended Citation

Lamber, Julia C., "Book Review. Equal Employment Policy for Women by Ronnie Steinberg Ratner" (1980). *Articles by Maurer Faculty*. 2488.

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parents should not let the child (consumer) play one against the other to get what he or she wants; parents (bankers) should help their children learn to handle money wisely and not substitute money for time. Any meaningful discussion of career-parent problems must be found elsewhere.

The same kind of superficial treatment is given to many of the topics discussed in the book. The discussions of sex, divorce, and second marriage are little more than a common-knowledge, popular press approach that would be applicable to any individual. For example, the total treatment of financial problems is the pointing out that it costs more to maintain two households than one, and that lawyers can usually settle many of the financial problems.

Possibly the least useful parts of the book are the discussions between the authors at the end of every chapter. This dialogue is designed to give the reader a take-off point, to "join in" the authors' conversation, and to make the reader and his or her spouse more aware of the choices available to them. In fact, they come across as little more than the authors patting each other on the back for having successfully negotiated the problems in their own marriage.

While there are some positive features in the book, such as the treatment of time control and social life and recreation, they are not enough to give the reader a sense that the problems of two-career marriages have been dealt with adequately. The authors should not have tried to cover every facet of a married individual's life. All of life's problems presented in less than 300 pages can be little more than an outline punctuated with some career examples. They do a laudable job of making the examples nonsexist in that women succeed as often as men. Had they applied this same kind of effect to in-depth discussions of problems that are unique to two-career couples, the reading public would have been better served. □

Equal Employment Policy for Women

by Ronnie Steinberg Ratner

Philidelphia: Temple University Press, 1980

The reviewer, Julia Lamber, is an assistant professor of law at Indiana University.

Much, perhaps too much, has already been written or said about equal employment opportunity for women. There was even a recent ABC-TV movie on the subject. However, much that has been written is anecdotal or polemic; or, like some legal articles, is often inaccessible, too theoretical, or too soon out of date. Economic market analyses and empirical studies are difficult to complete because of the formidable task of obtaining accurate data. This book is a commendable effort to fill these shortcomings in the area of equal employment opportunity literature.

Equal Employment Policy for Women: Strategies for Implementation in the United States, Canada, and Western Europe is a collection of original essays and case studies that formed the nucleus of the Wellesley College Center for Research on Women international conference in May 1978. The conference included more than 65 government and business policymakers, lawyers, unionists, and researchers from twelve advanced industrial democracies who met to evaluate progress in equal employment opportunities for women and to study alternative strategies for improved implementation. By 1978 in the United States, occupational segregation of women continued, the wage gap between men and women widened, and the system for implementing and enforcing the existing equal employment opportunity laws showed serious signs of disintegration. From the perspective of more than a decade of enforcement of nondiscrimination laws, the organizers and participants looked to other western industrialized countries for experience and an alternative approach for achieving equal employment opportunity for women.

The book, like the conference, addresses several themes: the strengths and weaknesses of various strategies for achieving equal employment opportunity; the relationship of such strategies to the operation of business organizations; the impact of economic conditions and other public policies on implementation; and equal employment opportunity goals for the future. Reflecting the spirit and substance of the conference, the book has both a cross-national perspective and scholarly analyses of particular equal employment opportunity policies in individual countries. Some of the individual essays cover familiar ground, such as the chapters in Part II dealing with legislation and collective bargaining as techniques for achieving equal employment opportunity, but with a clarity and directness of style that is useful for background or any needed introduction. Others, such as the chapters in Part IV covering implementation of policies inside work organizations, present as yet unpublished data on the effects of equal opportunity or equal pay policies within private firms. The two chapters by the editor, Ronnie Ratner, are a lucid and invaluable guide to the reader for they not only summarize the themes and issues presented but also place in context the somewhat disparate materials of the book.

The most important contribution of the book is in two areas. First, the reader will find some of the clearest discussions about "equal pay for comparable work." Although a continuing theme of the book, several chapters explore the issue in depth: chapter 11 (Canada), chapter 19 (the State of Washington), and appendix B (Federal Republic of Germany). Called the issue of the eighties, the comparable worth issue focuses not on equal pay for equal work or equal opportunity for nontraditional work but rather on equal pay for work that is equally valuable to the company.

Title VII of the Civil Rights Act of 1964 prohibits discrimination on the basis of sex with respect to an individual's compensation,

working conditions, and privileges of employment. Thus, it would be a violation of Title VII for an employer intentionally to maintain sex-segregated jobs or to maintain an employment policy that had the effect of segregating jobs on the basis of sex without proof of a business justification. The Equal Pay Act of 1963, on the other hand, prohibits paying a woman less than a man if they are performing equal work. In contrast, comparable worth is a theory that accepts at least for the present the limited success of these laws and addresses directly the existing wage gap between men and women workers. In the United States women workers earn about 60 percent of the wages men earn; women with college degrees earn approximately the same as men with high school diplomas. Part of the reason for the wage disparity is historic job segregation, whether intentional or not.

In order to make a comparable worth comparison, the level of occupational segregation within the company must be determined. Jobs that have less than a certain percentage (from five to thirty) of one sex are sex-segregated jobs. The value of these jobs is then calculated in terms of effort, skill, and responsibility. One technique for this evaluation is the point-factor evaluation system, a standard management tool used for other purposes for more than fifty years. The wages for jobs of equal value, even though dissimilar in work content, are then compared. In many cases an analysis of this kind shows that salaries for "women's jobs" are lower than salaries for "men's jobs." For example, in the study described in chapter 19, salaries in female-dominated jobs were only 80 percent of those of male-dominated jobs. In only one case did a male-dominated job pay as little as a female-dominated job of similar worth.

The materials in the book detail some of the political, economic, and social issues with the comparable worth theory; they do not, however, deal with the legal or evidentiary problems. The question in terms of comparable worth is not only its economic and

political feasibility but also whether existing nondiscrimination laws, particularly in the United States, cover this theory of discrimination.

The second important contribution of the book is in the area of the impact of equal employment opportunity policies on organizational theory. Particularly instructive is Rosabeth Moss Kanter's essay (chapter 14), "The Impact of Organization Structure: Models and Methods for Change." The essay describes her approach, developed from over five years of research, for achieving equity for women through effective diagnosis of the problem and strategies for change. Her analysis is based on the existing structure of organizations and the ways employees' positions affect their relative advantage, prospect for advancement, and styles of work behavior. She suggests that what may appear to be typical female work patterns are in fact characteristic of the structural positions in which women are often found.

The chapter includes a description of one application of her model (in a major basic materials corporation) that is serving as a model for other projects in large corporations and government agencies. Her point, persuasively presented, is that equal employment opportunity programs need to be tied in more closely and clearly to issues or organizational effectiveness. Few would disagree, but her model offers a concrete approach for achieving this goal. Moreover, her approach underlines the significance of the neutral definition of discrimination used in the United States today: Not only are bias, bigotry, and prejudice unlawful discrimination but so too are some organization structures, such as facially neutral job requirements or employment standards that have a disproportionate, adverse effect on women if the requirements are not job related. As Ms. Kanter's model suggests, intentional unequal treatment is not generally the cause of inequity today; the effect of some structural features is.

The highest intellectual aspiration of the book is to place equal pay and equal employ-

ment opportunity for women in a comparative context. Information about the progress of such policies is included for Austria, Canada, France Germany, Sweden, the United States, and the United Kingdom. At first glance, a comparative view of equal opportunity for women seems not especially valuable because these countries have different legal traditions, economic systems, and family structures. For example, one chapter describes the way Sweden eliminated the wage gap between men and women workers by negotiating "wage solidarity," thereby eliminating the wage gap for nearly all workers. The same chapter examines the strong trade union movements in Sweden and Germany (with no parallel in the United States) as a strategy for implementing equal employment opportunity policy. Finally, we must remember that in the United States the concern for equity for women arose out of the context of racial discrimination.

The book's perspective is really cross-national rather than comparative, and this perspective is informative. The essays and case studies treat specific countries; they do not dwell on peculiarities, rather they address issues relevant to other countries. The similarities and differences between countries are underscored. Further, the materials suggest a number of general conclusions about the strengths and weaknesses of various strategies for implementing equal opportunity policies. (These conclusions are discussed in detail in the final chapter of the book.) Finally, the cross-national perspective offers the reader an expanded sense of the many levels of equal opportunity policy. □

Moving Millions: An Inside Look at Mass Transit

by Stanley I. Fischler

New York: Harper and Row

The reviewer, George M. Smerk, is a professor of transportation at the Indiana University School of Business.